

The Government of Canada and world affairs

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© Minister of Supply and Services Canada 1984
Cat. No. CP46-2/17-1984E
ISBN 0-662-13010-3

303-E (1-84)



Canadian Unity
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Centre d'information
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The Government of Canada

and

world affairs

The Government of Canada offers a wide variety of programs and services designed to serve all citizens. This booklet deals with federal government participation in the international sphere.

This is one of a series of booklets on federal programs and services. To obtain others in the series, please refer to the listing and order form at the back of this publication.

Note: This publication is also available in French

Note: Cette brochure est également disponible en français

Government reorganization

The Government of Canada announced plans two years ago to increase its capacity to assist Canadians in all regions to take better advantage of major economic and employment opportunities.

This involved an extensive reorganization of federal departments and agencies to provide a government-wide focus on regional economic development and the promotion of export trade.

For example, parts of the departments of Industry, Trade and Commerce and Regional Economic Expansion joined forces as the first step in creating a new Department of Regional Industrial Expansion.

All federal government export trade programs and the Trade Commissioner Service and its operations abroad are now the responsibility of the Department of External Affairs.

All of the programs and services described in this booklet continue to be available to Canadians. Addresses and telephone numbers of some departments and agencies may change from time to time. Please consult your local telephone directory for Government of Canada listings.

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Introduction

Canada's relations with the rest of the world affect all of us as individuals, in a variety of ways.

Some of these ways are obvious. Business persons producing for export, consumers relying on imports, graduate students entering foreign universities and tourists travelling abroad are all examples of Canadians assisted by the stability of Canada's relations with other countries.

However, we are also affected in more subtle ways. Arms control negotiations help to increase world security. Canada's work to promote respect for human rights helps to make this a better world. And we can be proud of our efforts to help poorer countries to fend for themselves.

This publication takes a very brief look at some of the major programs of the Canadian government in its relations with other countries. Sources of additional information are listed at the end of the booklet.

International relations: their scope

The Government of Canada has several major objectives in its relations with other countries. In a published statement entitled *Foreign Policy for Canadians*, these themes were summarized as follows:

- to foster economic growth
- to safeguard sovereignty and independence
- to work for peace and security
- to promote social justice
- to enhance the quality of life
- to ensure a harmonious natural environment.



To achieve these goals, Canada maintains diplomatic relations with 138 countries around the world. Embassies and high commissions* represent Canada abroad and speak for all Canadians in negotiations with the governments to which they are accredited. They inform the Canadian government of developments in the respective countries, protect Canada's interests, assist Canadians abroad and distribute information about our country. Several provinces have non-diplomatic missions abroad to deal with tourism, trade and other areas within provincial jurisdiction.

Canada's most important international relationship is with the United States. Probably no two other countries in the world have such complex and extensive dealings with each other and agreements, arrangements and understandings on such a vast array of subjects. We co-operate to ensure the security of North America; we share the environment along the world's longest undefended border. We are each other's largest source of tourists and we have countless personal, cultural, professional and business ties.

Canada has played a full part in addressing common world economic problems and the widening gap between the rich and poor nations. Since 1976, Canada has been one of the seven industrialized nations that meet at Economic Summits every year in an effort to find solutions to these problems. Canada was host to the heads of state and government of the U.S.A., Britain, Germany, France, Italy, Japan and the European Community for the July 1981 Summit.

No examination of Canada's role in world affairs would be complete without a reference to this nation's status as a free country, richly endowed with natural wealth. As such, Canada has a long history of attracting immigrants from other lands. And they, in turn, have contributed

* A Canadian diplomatic mission in a Commonwealth country is called a high commission and is headed by a high commissioner; a mission in a non-Commonwealth country is called an embassy and is headed by either an ambassador or a chargé d'affaires.

greatly to the building of our nation.

Today, there are Canadian immigration officers in 40 countries, and immigration centres are maintained at 107 airports, sea or inland ports, and border crossing points. Officers assist both immigrants and visitors, including students, temporary workers, tourists and business people.

In co-operation with provincial governments, immigrants are chosen according to standards that assess their ability to adapt to Canadian life.

International organizations

In addition to its relations with individual governments, Canada also belongs to organizations in which many countries are represented. Among them are the **United Nations**, the **Commonwealth** and **La Francophonie**. There is also the **North Atlantic Treaty Organization (NATO)**, which is dealt with in the section on national defence.

The United Nations

Canada has worked from the beginning to make the United Nations (UN) an effective instrument for achieving international co-operation and peace. Some examples follow:

- Canada and Canadians from federal, provincial and private sectors have been among the major contributors to important international gatherings designed to help solve world problems: the 1972 Environment Conference, the 1973 World Population Conference, the 1974 World Food Conference, the 1973-81 Law of the Sea Conferences, the 1975 International Women's Year Conference, the 1976 Habitat Conference (held in Vancouver), the 1980 World Employment Conference, and the 1981 UN Conference on New and Renewable Energy Resources.
- In efforts to maintain international peace and collective security, Canada has contributed to every major peacekeeping endeavour undertaken by the UN, and is still a major participant in the UN Disengagement Observer Force on the Golan Heights in the Middle East and the UN Force in Cyprus.

- As a consistent advocate of greater and more rapid progress in arms control and disarmament, Canada is a strong supporter of the U.S.-U.S.S.R. strategic arms limitation talks (known as the SALT process) and has been involved in every other major international development in that field: the mutual and balanced force reductions talks (MBFR) in Vienna, the nuclear non-proliferation treaty, and efforts to bring about a comprehensive nuclear arms test ban. The Canadian government has appointed an ambassador who is responsible solely for disarmament.
- Canada has a most distinguished record at the UN for efforts and proposals to define, enforce and promote fundamental human rights. Many developments in this field, including the *Covenant on Civil and Political Rights*, bear the imprint of Canada's contributions.
- Equally important is the work Canada and other countries pursue at the UN to combat racial discrimination, to foster economic and social improvements and to help evolve a new international economic order.
- The establishment of an international legal framework for the management of the oceans and their resources has been the objective of the UN's Law of the Sea Conferences launched in 1973. Canada has played a significant role in these negotiations, and in 1981 appointed a full-time ambassador to the task.

The Commonwealth

The Commonwealth, a voluntary association of more than 40 independent countries with historical ties to Britain, embraces a variety of races, languages, religions and cultures. It provides an opportunity for leaders in political, social, economic and other fields to exchange views on matters of common concern in an informal atmosphere. Examples include the biennial meetings of Commonwealth heads of government, the annual meeting of Com-

monwealth finance ministers, and frequent meetings of Commonwealth educators, scientists, youth leaders and others.

Canada is strongly committed to the Commonwealth and the positive role it plays in helping to address world problems by bringing a global perspective to a multitude of questions. In recent years, Canadian foreign policy has emphasized the value of this unique association in promoting consensus on major international problems, in particular, north-south problems. Canada has encouraged bilateral assistance to Commonwealth developing countries by developed Commonwealth countries.

The Commonwealth Games, an important feature of the Commonwealth association, were held in Edmonton in 1978.

La Francophonie

The term *La Francophonie* designates the nearly 40 countries around the world that are either wholly or partly French-speaking. In recent years, this term has also been used to describe a movement aimed at creating close ties that will result in the better use of this common heritage—a cultural kinship that cuts across political, geographical, racial and religious boundaries.

Canada promotes the broadening and strengthening of these ties, and participation in the international French-speaking community is a fundamental and permanent part of Canadian foreign policy. This includes playing an active role in organizations such as the **Agency for Cultural and Technical Co-operation**, the **Conference of Ministers of Education** and the **Conference of Ministers of Youth and Sports** of French-speaking countries. In addition, the federal government encourages and, in many cases, provides financial support for non-governmental organizations that establish co-operative bonds between individuals.

Several provinces also participate in *La Francophonie*.

Toward a better understanding

Canadians recognize the importance of building bridges of understanding between themselves and the people of other nations. In support of this objective, the federal and provincial governments support programs of cultural exchange and academic co-operation. As well as contributing to better international relations, these programs serve the needs of the Canadian artistic and academic communities by publicizing Canadian achievements abroad and providing more and better opportunities for Canadians to work and study professionally in other countries.

Canada has signed agreements with a number of countries and has informal but active programs of cultural exchanges with many others. These programs include tours by professional performing artists, ensembles and companies, art exhibitions, book donations and representation at international competitions and festivals. As well, arrangements with foreign institutions provide for exchanges of persons in the cultural field.

The federal government gives extensive support also to the Canadian academic community through fellowships and grants to encourage international academic co-operation, and offers scholarships to scholars from other countries for postgraduate work at Canadian universities. Travel grants permit Canadian academics to teach at foreign universities or to participate in conferences abroad, and another program of grants enables Canadian universities to bring foreign professors and experts of world renown to Canada to give courses.

International development

It is impossible to speak of Canada as a world citizen without considering our role in shaping a new international order that will enable the less developed nations, mainly in the south, to share more fairly with the northern industrialized nations the world's opportunities and wealth.

Canada is helping to build a more just and reasonable global society not only by offering assistance to countries



working to achieve economic and social development, but also by taking a strong part in the continuing north-south dialogue, through which most of the world's countries are seeking better ways of co-operating and sharing, to the benefit of all.

Every day, about 10,000 people die from malnutrition and 25,000 from water-borne diseases. About 800 million people live in absolute poverty, "a condition of life so degraded by disease, illiteracy, malnutrition and squalor as to deny its victims basic human necessities; so limited as to prevent realization of the potential of the genes with which one is born; so degrading as to insult human dignity."

The problem of Third World development is vast and complex, yet solutions are urgently needed. In a shrinking world, where any place is only hours away, nations are increasingly interdependent. Thus, while humanitarian concern is a necessary motivation, enlightened self-interest is equally valid.

Canada's long-term prosperity depends on global peace and security as well as on vigorous trade with many partners, including a growing number of less developed countries that will be tomorrow's markets and suppliers. The industrialized world is more and more dependent on business dealings with the Third World and the future health of northern economies will depend largely on conditions in the south, where erratic commodity prices, balance of payments deficits, debt and other problems can bring countries dangerously close to economic collapse.

Economic slow-down in the north has made it increasingly difficult for many developed countries to meet international goals for official development assistance (ODA). However, in 1980, the Canadian government announced its intention to increase ODA to 0.5 per cent of the gross national product (GNP) by 1985, and to work toward the accepted target of 0.7 per cent by 1990. It also set up a Parliamentary Task Force on North-South Relations, which recommended practical steps to improve Canada's

contribution to the success of north-south negotiations. In 1982, Canada appointed an ambassador responsible solely for north-south matters.

Canada, for several reasons, is well placed to play a leading role in north-south co-operation. Although it is one of the northern industrial nations, Canada knows first-hand many of the trade problems experienced by Third World countries and shares historical and cultural ties with many less developed nations through its membership in the Commonwealth and *Francophonie*. Canadian foreign policy—with its traditional emphasis on moderation, peacekeeping and bridge-building—has created a track record that gives our country credibility as an “honest broker” between groups with differing viewpoints.

CIDA

Canada has more than 30 years of experience in world development. The **Canadian International Development Agency (CIDA)** is responsible for planning and carrying out Canada's program of international development co-operation. With a budget of more than \$1 billion yearly, CIDA finances bilateral (country-to-country) projects in about 80 developing countries, helps some 200 Canadian voluntary groups carry out development work, and contributes to the efforts of approximately 65 international agencies.

Recognizing the Third World's diversity, CIDA has tried to find ways of responding to the needs of individual countries. However, the overall emphasis in CIDA's development program is to meet the basic needs of people in the poorest countries, particularly in rural areas.

Bilateral programs

The main channel for transferring Canadian ODA to less developed countries is through CIDA's bilateral programs, which account for about \$600 million in Canadian aid annually. These funds provide goods and services, mainly Canadian, to support economic and social projects under government-to-government agreements.

Canadian bilateral aid projects vary widely in nature and size. They include large capital projects such as dams, power lines and railways, as well as many kinds of technical assistance and initiatives in such fields as agriculture, health and education. Funds are also provided to Canadian embassies and high commissions in developing countries so they can identify and support small, worthwhile local projects, such as village water improvement or fish-farming co-operatives.

Multilateral program

The second major channel for Canadian aid is CIDA's multilateral program, through which Canada contributes roughly \$500 million yearly to international organizations, such as United Nations agencies, the World Bank and regional development banks, and other institutions engaged in development and research. Canada's contributions are pooled with funds from many other countries to finance development work too large or too complex to be undertaken by any single country—for instance, the **World Health Organization's** successful campaign against smallpox, which made history by eliminating a deadly disease. Besides contributing funds, Canada participates in the governing bodies of these multilateral organizations to help shape their policies and administration.

Special programs

CIDA also provides assistance through special programs that encourage participation by Canada's private sector.

For more than a century, Canadians have voluntarily supported the work of non-governmental organizations (NGOs), which can often act quickly, flexibly and effectively to get aid at low cost to those in most need.

Canadian NGOs active in world development include fund-raising groups, organizations that provide goods and services, churches, volunteer and exchange agencies, mass-membership groups, educational institutions, professional organizations, and credit unions and co-

operatives. Their members include about one-half of all Canadians. To expand this work, CIDA adds about \$60 million yearly to the larger amount raised from private sources to carry out more than 2,000 projects in a hundred developing countries.

Canada's NGOs have often taken imaginative approaches to development and created person-to-person links between Canada and the Third World. To carry this process further, a new CIDA program encourages institutional co-operation between, for example, Canadian universities or credit unions and their counterparts overseas. A separate program provides funding to help NGOs not based in Canada, but international in nature, to carry out development work.

CIDA's industrial co-operation program encourages Canadian business to participate in international development, to transfer Canadian technology and to develop links with business in countries of the south.

One of Canada's most innovative contributions to Third World progress is the **International Development Research Centre (IDRC)**. Although created and funded by Canada, the IDRC is fully independent and operates under an international board of governors. Its purpose is to help overcome the worldwide imbalance in this key field by supporting research into the adaptation of science and technology to the needs of developing countries.

International trade

1982 trade picture

Canada's potential for economic growth depends largely on international trade, as exports account for more than one quarter of our gross national product (GNP). In 1982 Canada registered an all-time record merchandise trade surplus of \$17 billion based on exports of \$85 billion and imports of \$68 billion.

The United States is Canada's largest trading partner. In 1982, total two-way trade in exports and imports with



the U.S. was over \$106 billion, more than two-thirds of total Canadian trade.

The U.S. is Canada's foremost source of foreign investment with some \$115 billion of American capital invested in Canada, about 70 per cent of all foreign capital. Canadian firms on their part tend to look first to the U.S. if they plan to expand abroad. Their holdings amount to some \$10 billion U.S. capital. In addition, we provide each other's largest tourist traffic with millions of border crossings each way annually.

Japan comes second in country-to-country trading relations with Canada and here there is a trade surplus in Canada's favour. Canadian exports to member countries of the **European Economic Community (EEC)** come to \$7 billion a year and exports to Latin America, the Middle East, Asia and Eastern Europe are expanding every year.

Many factors influence trade performance, from national exchange rates to the state of the international economy. Canada's federal government, in co-operation with the provincial governments, is continually working to strengthen the international trading environment and to foster and improve trade relations with countries around the world. Bilateral treaties with our trading partners continue to be effective export tools. Examples include the **Defence Production Sharing Arrangement** with the U.S.A., and the **Canada-U.S. Automotive Trade Products Agreement**; the framework agreement for commercial and economic co-operation with the European community; agricultural, industrial and energy treaties with Mexico and other countries, and industrial co-operation and technology transfer agreements with several less developed countries.

International trade relations

As a leading trading nation, Canada has a particular interest in the growth and stability of the world economy and the maintenance of an open trading system. This is illustrated by Canada's ongoing participation in such international forums as the **General Agreement on Tariffs and Trade (GATT)**, the **Organization for Eco-**

nomic Co-operation and Development (OECD) and the **United Nations Conference on Trade and Development (UNCTAD)** with the objective of improving international co-operation in trade.

Developments in international trade of particular interest to Canada include negotiation or renewal of a number of international commodity agreements and the implementation of the results of the Tokyo round of **Multi-lateral Trade Negotiations (MTN)** concluded in Geneva in 1979. The MTN yielded widespread tariff reductions, as well as a number of important non-tariff codes. One, the **Agreement on Government Procurement**, has opened up to international competition worldwide markets estimated at \$40 billion per year. The MTN results should make an important contribution toward larger-scale, more specialized production in Canada, thereby contributing to the development of a more rational, efficient and competitive industrial structure.

Export assistance

Because exporting is vital to Canada's economy, the federal government operates special programs and services to assist firms in marketing their products abroad.

Most of these programs are administered by the Department of External Affairs. For example, the **Trade Commissioner Service**, the department's overseas arm for trade matters, promotes Canadian exports and protects Canada's commercial interests abroad. The service maintains a close relationship with the provinces and the Canadian business community through the regional offices of the **Ministry of State for Economic and Regional Development** and other departments. In 1983 the service's network of more than 100 offices in countries all over the world responded to a large number of inquiries about Canadian products from prospective buyers abroad.

External Affairs' **Trade Development Bureaux** serve as central sources of information on foreign markets, including capital projects, and provide up-to-date infor-

mation on local problems affecting the export of Canadian goods and services.

The **International Trade Data Bank** incorporates a flexible system that provides annual data on the exports of 41 major trading countries, as well as for the 11 EFTA countries as a group and the aggregate of CUSFTA member countries.

The **Business Opportunities Sourcing System (BOSS)** is a readily accessible computer-based product information bank, which permits domestic and foreign buyers to identify Canadian sources of supply.

BOSS is operated by the **Department of Regional Industrial Expansion**, and is used in conjunction with the External Affairs Trade Data Bank to link Canadian suppliers with inquiries from abroad.

The **Program for Export Market Development (PEMD) and PEMD Food** provide financial assistance on a cost-sharing basis to business involved in exporting goods, services and food products with significant Canadian content. The program is designed to help Canadian suppliers penetrate new markets or expand existing ones.

The **Promotional Projects Program (PPP)** encourages Canadian participation in trade fairs abroad, organizing incoming and outgoing trade missions and arranging visits by incoming trade delegates and buyers to examine Canadian products and industrial capabilities.

The **Defence Industry Productivity Program (DIPP)** encourages technological competence of the Canadian defence industry in various export markets. Financial assistance is provided to industrial firms for the development of products for export and for pre-production expenses.

Two Crown corporations, now part of the External Affairs portfolio, are active in export promotion. The **Export Development Corporation (EDC)** provides financial services, such as export insurance, long-term loans and loan guarantees to Canadian exporters and for-

eign buyers with the objective of promoting Canadian exports.

The **Canadian Commercial Corporation (CCC)** emphasizes buying on behalf of foreign governments. In many cases, the CCC can provide Canadian business with access to foreign government purchasing offices. It also provides its services to firms pursuing or participating in overseas capital projects.

Defence relations

NATO

NATO stands for **North Atlantic Treaty Organization**, a defensive alliance of 15 countries: Belgium, Canada, Denmark, the Federal Republic of Germany, France, Greece, Iceland, Italy, Luxembourg, the Netherlands, Norway, Portugal, Turkey, the United Kingdom and the United States.

Canada played a leading role in the formation of NATO in 1949. In the year preceding the signing of the NATO agreement, the Soviet Union blockaded West Berlin, causing deep concern in Western capitals. Canadian leaders stated clearly, and before anyone else, that the liberal democracies on both sides of the Atlantic had to work as closely together in peace as they had in wartime and that another world conflict could best be deterred by a show of determination on everyone's part to resist aggression.

This was the opening move in what became a Canadian "crusade" aimed at creating a strong North Atlantic regional alliance, an undertaking that will always be linked with former Prime Minister Louis St. Laurent, with Lester B. Pearson as his Secretary of State for External Affairs, and Brooke Claxton as his Minister of National Defence.

Being militarily prepared to discourage and to repel aggression, should deterrence measures fail, is essential to maintaining peace. It is equally important to seek to reduce or eliminate tensions that can threaten that peace. Hence the guiding principles of the alliance have been deterrence, defence and détente.

Two world wars have taught Canada that it cannot remain aloof from developments in Europe. In fact, the defence of that continent is the first line of defence for Canada. As a member of the alliance, Canada's defen-

sive capability is far greater than if Canada were to “go it alone.”

As so much of Canada’s national income is derived from foreign trade—80 to 90 per cent with our partners in NATO—we are interested in open trade routes and a stable world. Also, if the Soviet Union and the United States super-powers should come to blows, Canada would lie directly in the path of bombers and missiles—another reason to be concerned about the preservation of peace through adequate collective security.

Last, but not least, in political terms NATO is a valuable link with the United States and with Europe. NATO provides the environment for effective political interaction and the mapping out of concerted lines of conduct toward others, as witness the West’s handling of its relations with the Warsaw Pact.

North American defence co-operation

Canada’s support of the principle of collective security includes co-operation with the United States in the defence of North America. The principal consultative body for Canada-U.S. defence co-operation is the **Permanent Joint Board on Defence**, which has met regularly since 1940.

Of all the agreements drawn up over the years on various aspects of Canada-U.S. defence co-operation, the most important today is the **North American Aerospace Defence (NORAD)** agreement. A recently negotiated change in the NORAD agreement has to do with its regional boundaries, two of which will now be situated entirely in Canada, “Canada East” and “Canada West”, divided by the Manitoba-Ontario border. Canadian headquarters are at North Bay, Ont., and U.S. headquarters are in Colorado Springs, Col.

Other examples of North American defence co-operation include joint maritime, land and air exercises, arrangements for the sharing of defence production, search-and-rescue operations, shared testing and training areas, and civil emergency operations.

Peacekeeping

As Canadians, we can be justifiably proud of our country's role as a peacekeeper.

The concept of peacekeeping began with the international response to armed conflict during the Korean war in the 1950s when Canadian volunteers fought under the flag of the United Nations. International peacekeeping in its present form is a refinement of this concept, and was introduced by Prime Minister Louis St. Laurent and Lester B. Pearson, then External Affairs Minister, as a response to the Suez crisis of 1956.

Today, Canada continues to support peacekeeping as an alternative to the resolution of international problems by force, and to provide that support in practical ways. Nearly 750 members of the **Canadian Armed Forces** are deployed in the Middle East and in Cyprus in support of UN operations. By providing personnel and equipment to UN peacekeeping contingents, Canada has remained one of the principal contributing nations to this difficult but important activity on the international scene.

Services to Canadians

Every year Canadians make well over 30 million trips abroad. Most of these are to various parts of the United States. But 1.5 million or more are to countries in Europe, Latin America, Asia, Africa and elsewhere.

For the majority of Canadians travelling, difficulties are minimal. But for some of them, and for a much higher proportion of travellers to more distant countries, problems occur, sometimes serious ones. Losing a passport, forgetting to obtain a visa, being short of money or just needing advice; these things happen very often, more than half a million times a year. Sometimes people fall ill, have car accidents, run afoul of local laws or get caught carrying drugs.

The federal government, travel agencies, airlines, banks and others use all the means they can to inform Canadians, before they go, about what they should and should not do when taking a trip abroad. Over the years these efforts have paid off in terms of a reduction in the proportion of Canadians encountering serious problems.

For those who do get into difficulties, the Canadian government does what it can to help through its embassies, high commissions and consulates. For example, consular officials abroad assist Canadians in financial difficulties to obtain help from relatives and friends in Canada or to secure emergency assistance. They also help travellers who need medical care and provide assistance and advice to the next-of-kin of Canadians who die abroad.

When Canadians abroad encounter legal difficulties, Canadian missions help them to obtain legal counsel, see that they are not denied due process of law in accordance with the laws of the country concerned and, in general, try to assure humane treatment of the accused.

For more information

Government of Canada departments working in the area of international relations have publications available that can give you more detailed information on the various aspects of Canadian participation in world affairs discussed briefly in this publication.

For more information on international development, write:

Public Affairs Branch
Canadian International Development
Agency
200 Promenade du Portage
Hull, Quebec
K1A 0G4

or

IDRC
P.O. Box 8500
Ottawa, Canada
K1G 3H9

For more information on the role of the Canadian Armed Forces in international affairs, write:

Information Services
National Defence
101 Colonel By Drive
Ottawa, Canada
K1A 0K2

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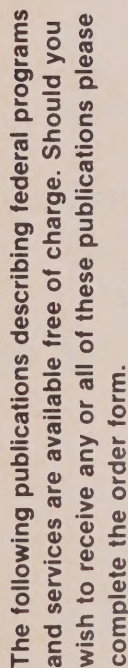
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Employment and Immigration
Canada
Ottawa, Canada
K1A 0J9

For more information on other aspects of international relations, write:

Domestic Information Programs
Department of External Affairs
Lester B. Pearson Building
125 Sussex Drive
Ottawa, Canada
K1A 0G2

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